

## Message Text

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ACTION SCI-06

INFO OCT-01 EUR-25 ADP-00 IO-13 ACDA-19 CIAE-00 INR-10

L-03 NSAE-00 NSC-10 RSC-01 SCEM-02 EB-11 AEC-11 EA-11

PM-07 SS-15 DODE-00 RSR-01 /146 W

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R 031830Z AUG 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC 6675

INFO USMISSION IAEA VIENNA

C O N F I D E N T I A L SECTION 01 OF 02 BONN 11159

E.O. 11652: GDS

TAGS: IAEA, GW, EEC, US, PARM, TECH

SUBJECT: US VOLUNTARY OFFER AND GERMAN/AMERICAN  
CONSULTATIONS

REF: A. BONN 9486; B. STATE 127011

SUMMARY: PABSCH, DEPUTY CHIEF OF FONOFF ATOMIC ENERGY  
DEPT, HAS GIVEN EMBOFF RUNDOWN OF MAIN POINTS FRG  
DELEGATION INTENDS TO MAKE DURING AUG 9-10 CONSULTA-  
TIONS IN WASHINGTON ON US VOLUNTARY OFFER. BESIDES  
EMPHASIZING IMPORTANCE OF A US/IAEA SAFEGUARDS  
AGREEMENT TO COUNTER POTENTIAL POLITICAL AND/OR  
ECONOMIC DISCRIMINATION, FRG WILL WELCOME RECENT US  
CLARIFICATION OF LINKAGE TO JAPAN, WILL CONTEND THAT  
ALL US CIVILIAN NUCLEAR INSTALLATIONS SHOULD BE  
SUBJECT TO AGENCY INSPECTION, AND WILL REQUEST US  
CONSIDERATION OF AT LEAST REPORTS OF CIVILIAN INSTALLA-  
TIONS PARTIALLY RELATED TO NATIONAL SECURITY PURPOSES.  
IN ADDITION, GERMANS WILL DRAW A DISTINCTION BETWEEN  
NORMAL AND ADVANCED TECHNOLOGY INSTALLATIONS, WILL  
MAKE SUGGESTIONS ON WAYS TO REDUCE QUANTITY OF AGENCY  
INSPECTIONS AND WILL ADDRESS RECORD AND REPORTING  
SYSTEM. END SUMMARY.

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1. IN GENERAL. PABSCH, WHO WILL REPLACE RANDERMANN

ON FRG DEL IN WASHINGTON (SEE REF A), BRIEFED EMBOFF AUG 2 ON KEY POINTS GERMAN DEL PLANNED TO MAKE. PABSCH BEGAN BY RECALLING THAT FRG HAD TERMED PRESIDENT JOHNSON'S STATEMENT OF VOLUNTARY OFFER AN ESSENTIAL ELEMENT OF THE GERMAN DECISION TO SIGN THE NPT. IT REMAINED THE GERMAN VIEW THAT A SATISFACTORY US/IAEA SAFEGUARDS AGREEMENT WOULD TEND TO MAKE LESS ACUTE THE INHERENT POLITICAL DISCRIMINATION OF THE NPT AND COULD COUNTER POSSIBLE ECONOMIC DISCRIMINATION RESULTING FROM SIZABLE BENEFITS FLOWING TO NUCLEAR WEAPONS STATES AS OPPOSED TO NON-NUCLEAR WEAPONS STATES. IN ADDITION, WHILE NOT STEMMING FROM AN NPT OBLIGATION, PABSCH SAID SAFEGUARDING BY THE INTERNATIONAL COMMUNITY OF US CIVILIAN INSTALLATIONS IS IN THE PHILOSOPHY OF THE NPT AND COULD COUNTER POSSIBLE SLIPPAGE AND PROLIFERATION OF SOME NUCLEAR MATERIALS TO THIRD STATES OR EVEN TO A BLACK MARKET.

2. GIVEN THIS BASIC APPROACH AND THE IMPORTANCE BONN CONTINUED TO ATTACH TO US VOLUNTARY OFFER, PABSCH SAID THE GERMAN GOVERNMENT HAD WELCOMED THE ASSURANCES AMB VON STADEN HAD RECEIVED IN LATE JUNE FROM AMB PORTER. PABSCH SAID BONN UNDERSTOOD THE US POSITION TO BE THAT THE AMERICAN VOLUNTARY OFFER WAS FIRM AND WAS NOT REPEAT NOT LINKED TO WHETHER OR NOT JAPAN WOULD RATIFY THE NPT. IF JAPAN DOES NOT RATIFY, THEN BONN UNDERSTANDS THE US WILL CONSULT AGAIN WITH THE FRG CONCERNING THE IMPLEMENTATION OF ITS VOLUNTARY OFFER. PABSCH TERMED THESE ASSURANCES "GRATIFYING AND SATISFYING". HE SAID THE GERMANS OF COURSE ASSUMED THAT THE US WOULD AT LEAST SYNCHRONIZE ITS NEGOTIATIONS WITH THE IAEA WITH ITS NEGOTIATIONS WITH JAPAN. IN ANY CASE, PABSCH SAID BONN IS PLEASED THAT "ANY MISUNDERSTANDING ABOUT A PRECONDITION OF JAPANESE RATIFICATION UPON A US/IAEA SAFEGUARDS AGREEMENT" HAS BEEN REMOVED.

3. SCOPE OF US/IAEA AGREEMENT. PABSCH SAID THE GERMANS FAVORED THE PRINCIPLE THAT ALL US (LIKE OTHER NATIONAL) CIVILIAN INSTALLATIONS SHOULD BE SUBJECT TO CONFIDENTIAL

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IAEA SAFEGUARDING AUTHORITY. HE SAID BONN HAD REPORTS THAT THE US PREFERS TO PRESENT THE AGENCY WITH A LIMITED LIST FROM WHICH THE AGENCY WOULD CONDUCT ITS SAFEGUARDS BY A ROTATING SYSTEM. AS OPPOSED TO THE "PRIOR SELECTION" APPROACH, PABSCH SAID THE AGENCY SHOULD RECEIVE A COMPLETE LIST OF CIVILIAN INSTALLATIONS FROM WHICH THEY COULD DETERMINE WHICH INSTALLATIONS TO SAFEGUARD IN A GIVEN YEAR OR TIME.

4. ADVANCED TECHNOLOGY VERSUS NORMAL INSTALLATIONS.  
CITING THE TIMBS PAPER, PABSCH SAID BONN BELIEVES  
NORMAL CIVILIAN INSTALLATIONS SUCH AS LIGHT WATER

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 11159

REACTORS COULD BE SAFEGUARDED VIA RANDOM INSPECTION,  
AS THE POSSIBILITIES FOR DIVERSION IN SUCH PLANTS IS  
RATHER SMALL. ON THE OTHER HAND, PABSCH SAID AGENCY  
SAFEGUARDING FOR SENSITIVE ADVANCED TECHNOLOGY  
INSTALLATIONS, INCLUDING THE EXCLUSIVELY CIVILIAN AREAS  
OF ENRICHMENT FACILITIES, SHOULD BE AS INTENSIVE AS  
THE IAEA SAFEGUARDING PROVIDED FOR  
UNDER THE IAEA/EURATOM VERIFICATION  
AGREEMENT. IN THIS CONNECTION, PABSCH NOTED EURATOM  
ACCEPTANCE OF SAFEGUARDING AT ALMELO AND SAID A US  
DECLARATION OF INTENTION TO ACCEPT SUCH SAFEGUARDS IN  
THOSE AREAS NOT ORIENTED TO NATIONAL SECURITY, AND IN  
STRICTLY CIVILIAN PORTIONS OF FUTURE DIFFUSION OR  
CENTRIFUGE PLANTS WHICH MIGHT BE BUILT IN THE US,  
WOULD BE HELPFUL TO THE GERMANS IN RESPONDING TO  
INEVITABLE BUNDESTAG COMMITTEE QUESTIONS.

5.. QUANTITY OF AGENCY INSPECTIONS. BESIDES REFERRING  
TO RANDOM INSPECTIONS FOR NORMAL INSTALLATIONS, THE

GERMANS BELIEVE THE BULK OF INSPECTION COULD BE CARRIED OUT BY ALREADY EXISTING US NATIONAL SAFEGUARD AUTHORITY WITH SUCH INSPECTION TO BE VERIFIED, AS IN THE IAEA/EURATOM AGREEMENT, BY THE AGENCY. PABSCH SAID THIS APPROACH COULD CUT DOWN THE NUMBER OF AGENCY INSPECTION OPERATIONS REQUIRED IN THE US.  
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6. RECORD AND REPORT SYSTEM. PABSCH SAID THE GERMANS BELIEVE TECHNICAL SAFEGUARDING DEVICES SUCH AS CONSTRAINTS AND SURVEILLANCE (INCLUDING THE NECESSARY INSTRUMENTS) SHOULD ALSO BE INTRODUCED INTO ALL US CIVILIAN INSTALLATIONS EVEN IF SUCH INSTALLATIONS WILL NOT ACTUALLY BE INSPECTED. HE SAID THIS APPROACH WOULD FACILITATE AGENCY EFFORT TO FOLLOW THE FLOW OF MATERIAL FROM ONE INSTALLATION TO ANOTHER.

7. INSTALLATIONS WITH PARTIAL MILITARY USES.  
PABSCH SAID BONN HOPES THE US COULD "CONSIDER BENEVOLENTLY" PROVIDING AT LEAST REPORTS TO THE AGENCY ON THE CIVILIAN PARTS OF INSTALLATIONS WHICH ALSO HAVE SOME MILITARY USES. FURTHER, TO THE EXTENT IT WOULD NOT INTRUDE ON NATIONAL SECURITY, THE GERMANS WOULD HOPE THAT AGENCY INSPECTION WOULD BE POSSIBLE. THUS, FOR EXAMPLE IN A DIFFUSION PLANT, MATERIAL BEING SENT TO EUROPE FOR STRICTLY CIVILIAN PURPOSES COULD BE SEPARATED INTO A SPECIAL MATERIAL BALANCE AREA ONCE IT COMES OUT, THEREBY CUTTING OUT ON THE NEED TO OVERLY INSPECT SUCH MATERIAL ONCE IT ARRIVES IN EUROPE. SUCH "DOUBLE CHECKS" WOULD BE HELPFUL AND BONN BELIEVES THIS COULD BE ARRANGED WITHOUT ANY INTERFERENCE WITH NATIONAL SECURITY.

8. DEPT PLEASE REPEAT IF AND AS APPROPRIATE.  
HILLENBRAND

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